
FOREWORD

BACKGROUND AND ORGANIZATION

This document summarizes and highlights the programs of the Department of the Interior, as well as its fiscal year (FY) 2000 President's Budget request. It has been prepared for Members of Congress, Congressional Committees and their staffs, Departmental and other Federal Government officials, the press, and private citizens interested in the Department's programs.

The **DEPARTMENTAL OVERVIEW** section summarizes budgetary resource requirements at the Departmental level. The **DEPARTMENTAL HIGHLIGHTS** section presents major Department-wide programs and budget proposals. The **BUREAU HIGHLIGHTS** section presents a narrative summary of the budget request for each Bureau and provides an in-depth comparison in tabular form of 1998, 1999, and 2000 budgetary resource estimates, in addition to brief descriptions of programmatic changes. The **APPENDICES** present tabular summaries of pertinent budgetary data. Appendix A presents a Department-wide table, comparing for each Bureau, 2000 requests with 1999 estimates and 1998 actual amounts. Other appendices contain summaries of Bureau land acquisition and construction programs, the Everglades Watershed Restoration, mineral revenue payments to States, other grant and payment programs, receipt estimates, and staffing levels.

USAGE AND TERMINOLOGY

All years referenced are fiscal years unless noted, and amounts presented reflect budget authority unless otherwise specified. *Numbers in tables and graphs may not add to totals because of rounding.* Numbers shown in brackets [] are displayed for informational purposes and not included in totals.

References to **FY 1999 appropriations** or **1999 enacted** signify amounts appropriated in the Department of the Interior and Related Agencies Appropriations Act, 1999, as included in P.L. 105-277, section 101(e) and in the 1999 Energy and Water Development Appropriations Act, P.L. 105-245. Amounts referred to as **1998 Actual** are appropriations adjusted for enacted rescissions and supplementals as noted, and for funding transfers of new budget authority reflected in the *2000 Budget of the United States* unless noted. "**Uncontrollable costs**" refer to cost changes that are unavoidable in the short term (e.g., GSA-negotiated space rate costs, unemployment compensation, Government-wide changes in pay), as well as certain savings or costs which are not attributable to specific program elements displayed in the budget.

A listing of frequently used acronyms follows:

BLM	Bureau of Land Management
MMS	Minerals Management Service
OSM	Office of Surface Mining Reclamation and Enforcement
BOR	Bureau of Reclamation
CUP	Central Utah Project Completion Act
USGS	U.S. Geological Survey
FWS	U.S. Fish and Wildlife Service
NPS	National Park Service
BIA	Bureau of Indian Affairs
DM	Departmental Management
OIA	Office of Insular Affairs
SOL	Office of the Solicitor
OIG	Office of Inspector General
OST	Office of the Special Trustee for American Indians
NRDR	Natural Resource Damage Assessment and Restoration
NIGC	National Indian Gaming Commission
GPRA	Government Performance and Results Act of 1993

DEPARTMENTAL OVERVIEW

INTRODUCTION

1849--Creation of the Home Department

The mission of the Department of the Interior is to protect and provide access to the Nation's natural and cultural heritage and to honor trust responsibilities to Tribes. This mission has substantially changed over the 150 years since Congress created the Department of the Interior, or the Home Department as it was informally known, to oversee Indian Affairs, explore the western wilderness, direct the District of Columbia jail, mark boundaries, conduct the census, and conduct research on geological resources. Interior's first budget totaled approximately \$5.3 million.

During the 19th century the United States experienced a level of national expansion previously unparalleled as pioneers explored the territories and settlers set off to claim new homesteads. At century's mid-point the Nation was poised, anxious, and ready to meet its "Manifest Destiny." Horace Greeley's exhortation to "Go West, young man,



Thomas Moran, Warm Springs Creek, Idaho, 1871, Yellowstone National Park

go West!" typified the burgeoning national fervor for land and resources. The "forty-niners" hurried across the "Great American Desert" to reach the gold fields of newly acquired California. "Seward's Folly," the purchase of Alaska from Russia in 1867, added substantial acreage to the public domain. Settlers traversed the Great Plains to find the "Eden at the end of the Oregon Trail." A diverse mixture of cultures formed the new America that was searching for a better life. This livability issue was directly tied to the land. In this era of great western expansion, the Department of the Interior facilitated settlement through land grants and prudent management of reserves.

1899--The First Great Conservation Era

At century's end Frederick Jackson Turner declared that "the frontier was closed." The westward migrations had expanded the Nation, diversified the population, created economic opportunities, and exacted a price. The buffalo, sacred to the Indians and symbol of the rising Nation, had been all but eliminated from the plains. Indian Nations, relegated to reservations, faced great threats to their way of life and their cultures. Adherents of the first conservation movement expressed their concern for vanishing resources. Prophets of the fledgling effort, John Muir and George Bird Grinnell, preached preservation of the natural landscape. Reports from the Hayden expedition and the spectacular paintings and photographs by Thomas Moran and William Henry Jackson, focused attention on the natural splendor of Yellowstone. The Nation's economy continued to develop and industrial expansion demanded more access to the land's resources. In 1872, Congress both designated Yellowstone as the first National Park and provided incentives to develop the hard rock mining reserves of the west. The conflict between preservation and production was to pose unique challenges during the 20th century. A new sense of the Nation and its destiny was emerging. Emerging also was the recognition that the conservation and development issues of the impending 20th century would require new understandings of resource science and decisive strategies.

President Theodore Roosevelt ushered in both a new century and a new way of looking at the Nation's lands and resources. He believed that conservation, as a utilitarian tool for sustained economic growth, strengthened American democracy. Roosevelt encouraged the Federal Government's acquisition and management of public lands and the natural resources within them by focusing the Nation's attention on preservation, management, understanding, and use. In his essay on Yellowstone National Park, Roosevelt wrote:

It is entirely in our power as a nation to preserve large tracts of wilderness...as playgrounds and to preserve the game...But this end can only be achieved by wise laws and by a resolute enforcement of the laws. Lack of such legislation and administration will result in harm to all of us, but most of all harm to the nature lover who does not possess vast wealth.

Roosevelt urged the Nation to save the best of its fragile natural endowment. His legacy is seen across the country in parks, forests, and wildlife refuges, including the country's first wildlife refuge established at Pelican Island in 1903. His conservation ethic helped to frame the approach to resource management for the next 100 years. Between 1900 and 2000 the Nation's relationship to its lands and resources would improve the public's understanding of, appreciation for, and commitment to, protection for future generations.

1949--The Second Conservation Era

When the Interior Department celebrated its 100th anniversary in 1949, the Nation was well into the post World War II boom. The post war economy, increased leisure time, and the development of the interstate transportation system led to greater demands on and enjoyment of the Nation's natural and cultural resources. Families and communities alike wanted more--electricity, water, and recreational opportunities.

Just as the westward migration had exacted a toll on the land, so did these increased demands. Writer, and former Fish and Wildlife Service employee, Rachel Carson drew attention to environmental concerns. Significant legislation, including the Endangered Species Act, the Clean Water Act, and the Wilderness Act, spoke to these concerns and further refined the Interior mission.

In 1970 self-determination of Indian people became the basis of Federal Indian policy. Improving the quality of Indian education through better schools and hiring more teachers became a priority. Toward the end of the 20th century, tribal efforts were slowly re-establishing herds of buffalo and reinvigorating the buffalo culture. The Department's responsibility to sustain and preserve was expanded to include protection and restoration of natural and cultural resources.

2000--The Third Conservation Era

The changes in the Department reflect a significant shift in the attitudes and interests of Americans toward natural resources and a realization of the Federal Government's trust responsibilities to American Indians. This new attitude builds on the past, incorporating the ideals of great conservationists while reflecting a sophistication and improved understanding of the natural landscape and the need for restoration.

Secretary of the Interior Bruce Babbitt said:

Together, we are at the threshold of something really good in the history of American conservation. It's a word with power and vision and magic. The word is restoration. And in order for you to see the possibilities, I think it's important to contrast the word restoration to John Muir's use of the word preservation. Because the 20th century was largely about preservation.

Preservation was and is a big and powerful movement that says we must preserve the treasures out on the landscape. Whether it's Grand Canyon, Lake Tahoe, rivers, landscapes...the operative word was preserve...create as many preserves out there on the landscape as possible. It was founded, I think grounded, in a sense that somehow you could bifurcate the landscape, that if we would protect the back 40, then we could go about our business in downtown Reno on the banks of the Truckee River.

At the threshold of the 21st century, we've come to understand that nature doesn't work that way--that everything relates. This takes us to this new word called restoration.

On the verge of the next millennium and celebrating its 150th anniversary, the Department is poised to meet the challenge with new approaches and solutions, with the same enthusiasm and commitment it brought to resolving the complex problems and opportunities of the 20th. Guardianship and stewardship will earmark the Department's efforts in restoration of resources. Watershed scale approaches will seek to restore and preserve the Nation's natural and cultural bounty, while ensuring that economic development needs can be met. The Florida Everglades, the California Bay-Delta, and the President's Forest Plan in the Pacific Northwest evidence the success of restoration efforts.



President Clinton's proposed 2000 budget of \$8.7 billion for the Department represents a truly historic step forward through the Lands Legacy and Livable Communities Initiatives. The focus on partnership with States, local and tribal governments, industry, non-profit groups, and ordinary citizens ensures the long-term ecological and economic health of communities. It also continues the President's emphasis on meeting trust and other responsibilities to American Indians. As we end a century of conservation, so nobly begun by Theodore Roosevelt, we are called to begin anew with a spirit of restoration by President Clinton, echoing the message of the Athenian city-state oath that charged citizens to leave their Nation:

*...not only not less, but greater,
better and more bountiful than it
was transmitted to us.*

*Thomas Moran, The Devil's Slide, July, 21, 1871,
Yellowstone National Park*

BUDGET OVERVIEW FOR 2000

Focused around the theme, "Guardians of the Past; Stewards for the Future," the 2000 Budget for the Department of the Interior is a bold and historic statement by the President of the prime importance the American people place on resource stewardship. Fully funded within the President's balanced budget, it is a national legacy budget--one that proposes the largest one-year investment ever in the protection of America's land resources, the President's \$1.0 billion Lands Legacy Initiative.

It is a budget that will, in partnership with the Congress, and the leadership of the Appropriations Committees, focus significant new resources on key initiatives for restoration. It will restore the natural and cultural resource legacy of national parks, rebuild our wildlife and fisheries resources, sustain productive landscapes on the public lands, restore healthy lands and clean streams, and take care of our vast facility infrastructure thereby ensuring the safety of our employees and visitors. At the same time, the budget requests significant funding increases to meet the Department's trust and other responsibilities to American Indians. It is a sound, visionary budget that sets the right course as we enter the new millennium.

The Numbers

Interior's 2000 request for funds subject to annual appropriation by the Congress is \$8.7 billion. This is an increase of \$832.0 million above the 1999 appropriation.

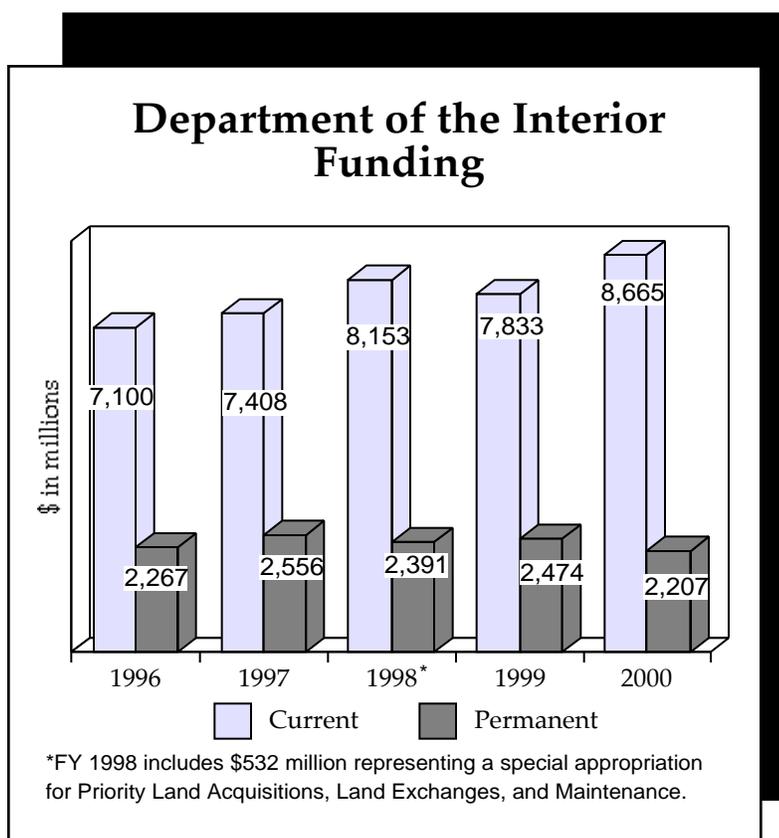
Major changes in Interior's 2000 Budget include:

- A total of \$579.0 million in support of the President's \$1.0 billion Lands Legacy Initiative, an increase of \$354.5 million over levels appropriated for these programs in 1999. Key components consist of:

Land acquisition - The 2000 Land and Water Conservation Fund request is \$295.0 million, an increase of \$84.5 million, for preservation of the next great places. Major areas high-

lighted in the request are the California Desert, NPS Civil War battlefields, the Everglades, Interior Department units along the Lewis and Clark Trail, and the Northern Forest.

Cooperative Endangered Species Fund - The budget includes an increase of \$66.0 million for the Cooperative Endangered Species Conservation Fund. This additional funding will support collaborative species protection strategies with State and local governments.



State and Local Open Space - The NPS request includes \$150.0 million in matching grants for land or easements for open space preservation, greenways, outdoor recreation, urban parks, wetlands, and wildlife habitat and \$50.0 million in matching grants for open space protection planning. The Urban Parks and Recreation program, also funded in NPS, provides \$4.0 million in matching grants for park restoration in economically distressed urban areas.

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- The Administration responds to the call of Chairman Regula of the House Interior and Related Agencies Appropriations Subcommittee to address critical health and safety needs and critical resource protection through its Safe Visits to Public Lands Initiative. An increase of \$48.5 million, or 9.6 percent, in maintenance funding is requested for BLM, USGS, FWS, and NPS. For the first time, a five year maintenance and construction plan is submitted for all land management agencies.
 - A \$50.5 million increase requested for Indian trust fund management improvements reflects the Secretary's determination to resolve the decades-old Indian trust fund management problems during this Administration. The budget provides resources needed to implement the systems and data cleanup recommendations encompassed in the Trust Management Improvement Project's High Level Implementation Plan. The request also includes an increase of \$5.0 million to continue implementation of the Indian Land Consolidation Pilot aimed at reducing fractionated ownership of Indian lands.
 - An additional \$48.0 million for BIA Education Construction is requested which represents the largest increase since 1992. Funds will support construction of the next two replacement schools on the priority list, repair of existing facilities, and establishment of a \$30.0 million Indian School Construction Bonding Initiative. An additional \$34.6 million for BIA Education will strengthen education programs at 28 tribal colleges and at elementary and secondary schools that will serve an estimated 53,000 Indian children in 2000.
 - The BIA's budget also includes an increase of \$36.3 million for Tribal Priority Allocations, which provide funding for basic necessities and programs critical to improving the quality of life and economic potential on reservations; and \$8.0 million for BIA's natural resources management trust programs to improve endangered species protection and cleanup of hazardous waste on Indian lands.
 - The NPS request includes a net increase of \$46.9 million for NPS park units and the U.S. Park Police, including \$25.0 million to address specific program needs at 91 parks and the U.S. Park Police. The funds will be directed to parks experiencing severe threats to resources; parks with new responsibilities; parks with high priority facility operations and maintenance needs; and urban parks.
 - An increase of \$28.2 million for NPS natural and cultural resource protection is aimed at preserving and safeguarding the national park resources as a legacy for future generations. Initiatives include acceleration of natural resources inventories; recovery of disturbed lands and endangered species; and NPS participation in the Administration's America's Treasures Online, an initiative to develop a national digital library of records of American cultural and historical achievements.
 - The FWS request includes an increase of \$24.1 million to support implementation of the Endangered Species Act. The additional funding, for example, will implement voluntary partnership efforts to reduce threats to species and preclude the need to list them under the Federal Endangered Species Act; support the escalating demand from non-Federal partners to allow economic development to proceed through the Habitat Conservation Planning process; and pay for additional recovery plans and implementation of high priority recovery actions to prevent extinctions.
 - An additional \$25.3 million will enable OSM to increase reclamation of abandoned coal mining lands by 15 percent, targeting projects that support the goals of the Clean Water Action Plan. OSM will work with States, localities, environmental groups, and citizen groups through the Clean Streams Initiative to restore precious water resources that have been contaminated by acid mine drainage. The Administration proposes that annual AML appropriations equal AML receipts by 2003.
 - For the Department's Wildland Fire Management account, an additional \$19.0 million is requested to support preparedness activities, and to advance accomplishments of the Department's three year old fuels management program to protect against catastrophic fires while improving ecosystem health.
 - A requested \$20.0 million program increase for law enforcement will help BIA strengthen core law enforcement functions in Indian Country by hiring criminal investigators and
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**BUDGET AUTHORITY AND RECEIPTS
FOR 1998, 1999, AND 2000**

(in millions of dollars)

	<u>1998</u> <u>Actual</u>	<u>1999</u> <u>Estimate</u>	<u>2000</u> <u>Request</u>	<u>Change</u> <u>from 1999</u>
BUDGET AUTHORITY				
Current Appropriations	8,153	7,833	8,665	+832
<i>[Discretionary BA in Above].....</i>	<i>[8,063]</i>	<i>[7,761]</i>	<i>[8,562]</i>	<i>[+801]</i>
Permanent Appropriations.....	<u>2,391</u>	<u>2,474</u>	<u>2,207</u>	<u>-267</u>
Total.....	10,544	10,306	10,872	+565
RECEIPTS				
Outer Continental Shelf (OCS)	4,522	2,784	2,839	+54
OCS Escrow Payments	3	1,715	0	-1,715
Onshore Mineral Leasing.....	1,279	1,373	1,273	-100
Other Receipts	<u>1,725</u>	<u>1,892</u>	<u>1,592</u>	<u>-300</u>
Total.....	7,529	7,764	5,704	-2,061

Note: Numbers may not add due to rounding.

uniformed police. This funding will support the second year of the joint Interior /Justice Presidential Initiative on Law Enforcement in Indian Country.

- Additional funding of \$18.1 million will improve the biological integrity, diversity, and environmental health of the National Wildlife Refuge system. Consistent with the mission defined in the National Wildlife Refuge System Improvement Act of 1997, this funding will support habitat restoration projects, wildlife surveys, increased wildlife dependent recreation, and strengthen volunteer efforts within the 93 million acre system.
- The USGS request includes \$18.5 million for integrated science to address resource management issues and challenges to maintaining diverse and healthy ecosystems. Of the increase, \$15.0 million will be combined with \$15.0 million in base efforts to focus science resources on the highest priorities of Interior land managers. The remaining \$3.5 million will augment specific place-based studies to increase understanding of the current status of environmental resources and improve Interior's ability to predict the environment's response to management actions.

- The 2000 USGS request includes an increase of \$13.5 million to improve the Nation's natural disaster warning and response capabilities. Of the increase, \$5.5 million will help accelerate the modernization of natural hazard detection sensors and networks and expand the use of telemetry for real-time warning capabilities. The balance of the funding, \$8.0 million, is for a Disaster Information Network that will improve the integration and coordination of disaster information for State and local decisionmakers in order to help disaster management organizations save lives and reduce the costs of natural disasters.
- The USGS and BLM budgets include increases of \$10.0 million and \$2.0 million, respectively, to expand the National Spatial Data Infrastructure through the Community Federal Information Partnership. The proposal will increase collaborative efforts to develop geospatial data and advance the capacity of local communities to create and use these data and technologies to improve their capability for making informed land use decisions.
- BLM's budget request for Rangeland Management includes an additional \$10.9 million. Within this amount, \$4.3 million is requested

to conduct interdisciplinary permit reviews, and to complete integration of standards and guidelines for improved rangeland management into local planning efforts. Increases of \$3.5 million and \$1.1 million are also requested for control and eradication of invasive weed species and for watershed assessment and conservation, respectively.

- The MMS budget includes a \$10.0 million increase to continue the royalty reengineering initiative begun in 1999. Funds will be used to design, develop, and implement new royalty management business practices and supporting information technology systems for the 21st century.
- An additional \$6.6 million will address the restoration of historically black college and university buildings whose condition and stability are deteriorating.
- An increase of \$6.2 million in the FWS fisheries program will be used to restore fish passage to historic spawning grounds, to restore natural populations of native fish stocks, and to prevent, control, and monitor the introduction and spread of aquatic invasive species into the Nation's lakes and rivers. While restoring native fish stocks, these efforts will also significantly improve recreational fishing opportunities for the Nation's 50 million licensed anglers.
- The 2000 budget includes \$75.0 million to continue implementation of the California Bay-Delta ecosystem restoration program initiated in 1998. The request also includes an increase of \$20.0 million to initiate other CALFED Bay-Delta Program activities, such as projects to improve water use efficiency, water quality, and watershed management.
- In 1999, a portion of BOR's Water and Related Resources program was financed by a one-time transfer of unobligated balances from its Working Capital Fund; no such transfer is possible in 2000 resulting in a need for an additional \$25.8 million in appropriated resources. The request also reflects an increase of \$14.2 million in Central Valley Project Restoration Fund, and a net increase of \$16.8 million in other water development programs.

SUMMARY OF MAJOR CHANGES

(budget authority in millions of dollars)

Interior and Related Agencies

1999 Enacted Level.....	\$7,009.8
Major Changes:	
Lands Legacy Initiative	
Land conservation grants	+204.0
Land acquisition.....	+84.5
Coop. endangered species grants ...	+66.0
Indian trust improvements.....	+50.5
Maintenance programs (Safe Visits) ...	+48.5
BIA education construction.....	+48.0
Park-based operations.....	+46.9
BIA tribal priority allocation funds	+36.3
BIA education	+34.6
NPS natural and cultural increases.....	+28.2
AML reclamation/ clean streams	+25.3
FWS endangered species operations ...	+24.1
BIA law enforcement	+20.0
Wildland fire management	+19.0
USGS integrated science	+18.5
National Wildlife Refuge operations...	+18.1
Disaster info network/ real-time haz ...	+13.5
Community Fed. Infor. Partnership ...	+12.0
BLM rangeland management.....	+10.9
MMS royalty re-engineering.....	+10.0
BIA natural resources trust programs .	+8.0
Historically black colleges & univ.....	+6.6
FWS fisheries.....	+6.2
Indian land consolidation pilot	+5.0
BLM land & resource infor. systems...	-15.6
Northwest salmon recovery grant	-20.0
Reduction due to MMS offset receipts	-24.0
Land management construction.....	-45.3
All Other Net Changes.....	+22.4
Park Police one-time approp.	[-8.5]
Subtotal, Changes	+759.2
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2000 Budget Request,	
Interior and Related Agencies	\$7,768.9

Energy and Water Development

1999 Enacted Level.....	\$823.1
Major Changes:	
1999 one-time WCF transfer offset.....	+25.8
California Bay-Delta restoration.....	+20.0
CVP restoration fund	+14.2
Other BOR/CUP changes.....	+12.9
Subtotal, Changes.	+72.9
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2000 Request,	
Energy and Water Development.....	\$896.0
Total 2000 Budget Request.....	\$8,664.9

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- Major decreases included in the 2000 budget request from the 1999 appropriated levels include: a \$45.3 million reduction in land management construction funding, a \$24.0 million reduction made possible by the growth in

MMS offsetting receipts, a \$15.6 million reduction in the BLM land and resource information systems program, and an \$8.5 million reduction due to a one-time U.S. Park Police funding increase in the 1999 appropriation.